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Mid-term review of the fifth country programme for Brazil

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I. THE MID-TERM REVIEW PROCESS

1. The mid-term review of the fifth country programme for Brazil, for the period 1992-1996, was carried out with the participation of a team of consultants recruited by the country office. A series of systematic consultations were undertaken by the country office, with national authorities, project counterparts and staff, and representatives of United Nations agencies or programmes operating in the country.

2. Comprehensive briefing papers relating to the programme as a whole and to particular projects were examined during the review, which concentrated on a representative selection of the 24 (out of 102) projects to which 90 per cent of the current programme budget is allocated.

3. The first years of the fifth country programme coincided with a period of deteriorating economic and social conditions, compounded by an abrupt crisis in governance and the end of the former regime. While social problems, economic disparities and institutional inefficiencies persist, substantial macroeconomic improvements have occurred since that time: inflation appears to have been brought under control; growth and investment (including foreign investment) have resumed; and basic policies regarding the liberalization of the economy, trade and environmental management have been put into place. The recent elections for the presidency, Parliament and state governments were not only remarkably peaceful and democratic, but - most importantly - induced the country to articulate its objectives and to openly address basic, long-term issues relating to society, economic structures and political processes, generating a mood of optimism and renewed confidence in the future. In such a context, the present programme review represents a particularly significant challenge, which will facilitate joint reflection by UNDP and the new Government on the ways in which UNDP might best support the country's future development efforts for the remainder of the programme cycle.

4. In the context of the development framework of the new Government, the role of UNDP has become better defined. During the present period of close examination of governance and national policy, UNDP resources, neutrality and access to technical expertise can make an effective contribution in support of the development and establishment of the policy-making processes and operational responsibilities of Brazilian institutions. Such policy support is particularly important in the present period of transition, when the State is in the process of defining new patterns of participatory, democratic governance, and is adjusting to new regulatory and supervisory functions, in the context of a liberalized, market-oriented model of economy.

II. PROGRAMME ACHIEVEMENTS

A. Overview

5. The main areas of concentration around which the country programme was constructed remain as relevant at mid-term as they were when the programme document (DP/CP/BRA/NOTE/5 of 12 March 1992) was formulated. Based on current

indications with regard to the policies of the new Government, it is likely that particular importance will be attached to the social sector, especially health and education, and to modernization of the State. The areas of environment and development, modernization of the productive sector and science and technology also retain their significance.

6. As the fifth country programme progressed, conceptions of the areas of concentration changed somewhat, and there were significant shifts in the allocation of resources, primarily from the area of modernization of the productive sector to the other programme areas. The concept of environment and development was redefined to include sustainable human development. Modernization of the State, an area which gained considerable importance, with commensurate growth in its percentage share of the programme, was restructured to consist primarily of support to policy-making processes and governance. Activities relating to industry and the productive sector were included under the areas of concentration of environment and development and education, science and technology. Major integrated development projects, such as the two large projects in Mato Grosso and Rondônia, fall under the area of health and social development, but contain a substantial environmental component.

7. Taking into account the intersectoral nature of development efforts, the programme has proved flexible enough to respond to new demands, generally in conjunction with substantial amounts of cost-sharing. It is expected that during the remaining years of the cycle, the programme will remain flexible enough to respond to the policy orientations which may be adopted by the new Government. In that connection, cost-sharing will be important, and efforts should be made to ensure that the programme is not excessively supply-driven.

B. Performance in particular areas of concentration

Environment and development

8. Following the major contribution made by the UNDP country office in the preparations for the United Nations Conference on Environment and Development, and in line with a conception of sustainable development that takes into account both social and ecological postulates, indicative planning figure (IPF), cost-sharing, Capacity 21 and Global Environment Facility (GEF) resources were targeted at:

(a) Assistance to the Government in the formulation of a national environmental plan;

(b) Institutional and policy support to the newly established Ministry of the Environment and Inter-Ministerial Commission for Sustainable Development, including support for Brazil to assume its international commitments in the field of environment;

(c) A series of focused projects in environmentally vulnerable areas such as Amazonia (the innovative integrated development projects mentioned in paragraph 6 above and sustainable development projects with a participatory

approach), forestry in the north-eastern region of the country, flood control in Rio de Janeiro and the de-pollution of the Guanabara area;

(d) Control of industrial pollution through a large cost-sharing project with the National Environmental Management Institute, and support for the implementation of environmental accords (e.g., the Montreal Protocol);

(e) The development of technology (e.g., the innovative development of a gas turbine, using biomass resources, and a series of related projects listed under other programme areas).

9. It was generally agreed that a multifaceted approach to the area of environment and development corresponded to the country's needs and to the complex nature of its development processes. Programme activities had been successful, on the whole, and environment and development should continue to receive priority attention through the country programme. GEF has assessed the technical, financial and commercial feasibility of new technology for energy development from biomass resources. As the result of the GEF assessment, between $70 and $100 million from GEF, the Government and the private sector are being mobilized for the commercial-scale demonstration of this new technology in the north-east of Brazil. In addition, significant resources from GEF have been allocated for the development of projects for the protection and sustainable use of biodiverse wetland ecosystems and further funding will be sought to support the sustainable management of natural resources in the semi-arid north-east. There was general agreement that environment and development had been one of the most successful, high-impact areas of concentration in the country programme.

Health and social development

10. This area of concentration is certain to remain a priority of the country programme. A number of projects in the area, such as support for the programme for the prevention of acquired immune deficiency syndrome (AIDS) and the project for the control of major endemic diseases and the improvement of sanitary conditions, are not only efficient, but are models of a new, decentralized approach to governance, which emphasizes action, along with the requisite capacity- and institution-building, at state and municipal levels. Major importance also is attached to a project with the Ministry of Labour, which actively promoted the introduction of collective-bargaining, and which aims at developing methods to cope with employment problems as well as country-specific aspects of labour negotiation. In two new projects to promote sustainable development in Amazonia through a participatory approach, one on the environmentally sustainable extraction of mineral and rubber reserves and the other linked to the pilot programme for tropical forests, the emphasis is not only on environment, but on income generation as well, with a high social return.

Education, science and technology

11. A variety of successful science and technology projects, including some concerning the environment and the modernization of the productive sector, are listed under this area of concentration, where UNDP has a clear comparative advantage vis-à-vis bilateral cooperation, because of its ability to provide

access to advanced technologies. Examples include a project in the telecommunications sector, with substantial national cost-sharing, which represents a new phase in a series of projects from previous cycles, and two large, nationally cost-shared projects for the development of software exports and energy conservation.

12. In contrast to the vital science and technology portfolio, however, this area of concentration includes few activities related to education. A large education project in the north-east, with cost-sharing derived from a World Bank loan, is currently under negotiation, and determined efforts will be made to reinforce education activities in the country programme, possibly by providing technical support to the Government, at the national and state levels, for the restructuring of the education system, as well as for the negotiation of external loans for projects in the area of education. The Government views the education system at all levels as a priority target of national policy efforts, of critical importance for the country's social and economic development.

Modernization of the productive sector

13. In this programme area, the focus has been on sustainable rural development, in terms of agricultural technology and cooperative institutions or practices. Important results have been achieved in projects in this area of concentration, such as in the rural cooperatives and associations project with the Banco do Nordeste (Bank of the North-east), which helps small-scale rural producers to obtain credit and manage their associative organizations efficiently, to improve their production and income.

Modernization of the State

14. This area of concentration is emerging as one of the most critical and dynamic sectors of UNDP activities in Brazil. A highly successful project with the Superior Electoral Tribunal, as well as some of the more targeted projects with the Ministry of Planning, including activities during the transition period, before the new Government took office, and on key external issues such as regional integration, are cases in point. In addition, programme cooperation has been extended to tax reform, and an innovative project for the modernization of Ceará State, which is part of a decentralization process being undertaken by the Government.

15. New approaches to governance figure prominently among the priority objectives of the society. The goals of the new Government include profound institutional reform, a re-thinking and restructuring of the relations between state and civil society, new regulatory and supervisory roles (including a new vision of federal planning), the development of federalist concepts and, in particular, the strengthening of municipal institutions as a foundation of participatory democracy. It is clear that the reforms envisaged concern not only the central political functions of the State, but all aspects of national life - the social system, including health, education and culture; the economy, including tax and budget reforms and privatization; environmentally sustainable development; the justice system; and the participation of civil society, including at the community level - all areas in which UNDP, with its access to a broad range of expertise and technology, can make a significant contribution.

C. Sustainable human development

16. The concept of sustainable human development occupies a central place in the fifth country programme and is integrated into all of its areas of concentration. Some of the largest projects in the country programme are related to health and the social sector and have a direct impact on poverty. Programme activities related to the environment - policy development, the management of natural resources and activities in particularly vulnerable areas such as Amazonia, the north-east and major urban areas - have important social connotations. The concept of sustainable human development permeates the integrated development projects in Mato Grosso and Rondônia, with their interrelated health, education, agricultural production, employment and environmental components. Employment and income generation, an area of major social concern, is also one of the objectives of projects in the areas of science and technology and the modernization of the productive sector, supporting the concept that development efforts must address not only the effects of poverty as revealed in the social sector but the causes of poverty as well. Moreover, gender equality has gained importance, with UNDP support to the national preparations for the Fourth World Conference on Women, held in Beijing, China, in 1995. A special United Nations Development Fund for Women (UNIFEM) unit in the UNDP country office has played an essential and highly dynamic role in coordinating and orchestrating United Nations system-wide action in Brazil, as well as in stimulating and providing support for the implementation of existing national policies related to gender equality and new policy formulation.

17. As part of the country programme, a country-specific Human Development Report is being prepared. The report will provide essential inputs for the formulation of national policies and serve as a basis for future UNDP programme action.

III. PROGRAMME MANAGEMENT

A. Management tools

18. UNDP and the Government have several basic tools by which they can help to shape the country programme, including project identification and preparation, and monitoring and supervision, once project implementation has begun. At the project preparation stage, short but clear documents are designed, with provisions for agreed annual work programmes, with clear outputs. Increasingly, the UNDP country office has requested preparatory assistance before definitively formulating projects. In addition, for new projects, pre-Project Appraisal Committee (PAC) and PAC meetings are organized systematically.

19. Regarding cost-sharing derived from World Bank loans or other sources, the UNDP policy is selective, depending on an assessment of the viability of the project. In several instances, UNDP refused to enter into projects when unsatisfied with regard to their viability, especially in terms of orientation and execution. There is now agreement in central Brazilian coordination organs, such as the State Secretariat for International Affairs in the Ministry of Planning, and among World Bank staff that UNDP is a valuable partner to be

consulted in the formulation of projects with external financing from international financial institutions, whenever they contain major development cooperation components likely to involve UNDP.

20. During the lifetime of UNDP projects, supervision involves monitoring and, increasingly, ex post facto oversight, through tripartite reviews, internal or external evaluations (at least once during the lifetime of projects in excess of $1 million) and auditing. A major effort is being made to improve the capacity of project staff and counterparts in internal monitoring, evaluation and auditing, an effort which will be intensified in the context of a future decentralization policy.

21. While traditional, input-focused (or linear input-output) auditing methods retain their importance, it is essential to evaluate the actual impact of UNDP activities. While it may not always be easy, in practical terms, including the relatively short time-frame of UNDP programmes, to establish clear causal links and specific indicators of success or failure, it should be possible to establish significant correlations from which impact may be inferred.

22. The country office has launched several initiatives which constitute new management tools to achieve effective cooperation for development. Out of 100 ongoing projects in the country programme, priority is given to the 24 largest projects, which accounted for 90 per cent of expenditures in 1994, a doubling of programme expenditures for the second consecutive year to almost $90 million. In addition, a closer partnership between government and UNDP staff in project formulation (see paras. 33-36 on national participation below) and the reorganization of the country office, through the introduction of new human resources management practices, automation systems and other procedures, have contributed to more effective cooperation.

B. Cost-sharing

23. Experience in the current programming cycle confirms that, in order to be relevant at the level of policy making and at the same time achieve a measurable impact, UNDP activities must transcend the modest IPF resources allocated to the country programme. This was the case for most of the 24 high-priority projects discussed in paragraph 22 above, where more limited action would not have done justice to the magnitude and complexity of the problems faced by Brazilian project counterparts, problems which require not just traditional technical cooperation for the production of technical studies and papers, but a full commitment to the success of the development effort as a whole. It was thus essential to rely on substantial cost-sharing for a number of projects, including support for the programme for the prevention of AIDS, the project to support the development of software technology for export, and the two projects on social development and the environment in Mato Grosso and Rondônia. At the end of 1994, cost-sharing amounted to over $236 million, as compared to a core IPF of little more than $10 million. In many instances, however, small IPF inputs, often in the form of preparatory assistance, helped to mobilize and were ultimately combined with substantial cost-sharing contributions.

24. Project design in most of the large cost-sharing projects provides for very concrete, specific objectives, generally with substantive UNDP inputs, and project execution is effectively monitored and supervised by UNDP, such as in the project to support the AIDS prevention programme and the project for the control of major endemic diseases and the improvement of sanitary conditions, both of which involve co-financing from World Bank loans, and projects with cost-sharing from Brazilian sources, such as the electoral justice project, with the Superior Electoral Tribunal; the telecommunications project, with Telebras, the Brazilian telecommunications company; and a project on software exports, one of several projects with the National Research Council. In a few cases, where project design and execution are clearly inadequate, the country office is acting to change the situation, such as in a health services project in the north-east, in which assistance is used primarily to provide institutional support for the Ministry of Health, where an independent evaluation will soon be conducted.

25. More than half of the cost-sharing in the current country programme is derived from the proceeds of World Bank loans; beyond this, important projects in the area of environment are supported by GEF, a fund managed jointly by the World Bank, UNDP and United Nations Environment Programme. It is hoped that UNDP assistance may help to improve both the design and the implementation of World Bank loans. In addition, the country office holds the view that projects involving World Bank funding should always be associated with substantive inputs from UNDP, which also should participate in the project in an effective supervisory role, in favour of sustainable human development.

26. Before assuming responsibility under cost-sharing arrangements for the technical cooperation component of the two important Amazonian development projects financed by the World Bank in Mato Grosso and in Rondônia, both with a significant sustainable development dimension, UNDP evaluated the strategies, methodological approaches and feasibility of the projects. The evaluation involved consultations not only with state authorities, but also with non-governmental organizations, civil society and municipal-level community institutions. More recently, the country office has taken the position that its participation through cost-sharing arrangements in a major World Bank education project would be justified only if UNDP had a voice in the dialogue on policy matters and could play a substantive and supervisory role in the context of its development cooperation responsibilities.

27. The Brazilian authorities consulted during the mid-term review considered that UNDP programme activities should be used increasingly for building Brazilian capacity to assume a more substantive role in the identification, formulation and evaluation of World Bank and other externally financed projects, as well as in their subsequent monitoring and supervision, especially at a time when the World Bank itself seeks to contain its administrative budget. UNDP support for the project formulation stage might take the form of preparatory assistance, reimbursable from the proceeds of the eventual loans. In any event, UNDP should be invited to participate at an early stage in the formulation of World Bank and other external grant- or loan-financed projects that involve a technical cooperation component. Thus, it is expected that the partnership between the World Bank and the UNDP country programme in Brazil will become even

closer in coming years, and that it will also extend to the Inter-American Development Bank.

28. Delivery rates for the fifth country programme as a whole have been in the 75 per cent range (67 per cent for the 24 largest projects), with small annual variations and variations among projects. There have been instances of substantial over-delivery (in the AIDS prevention project and the national environmental programme), as well as instances of under-delivery (in the projects for the development of labour policies and education in the north-east), attributable mainly to delays in the payment of cost-sharing funds. The overall high delivery rate reflects both effective execution and programme back-stopping, as well as effective planning, as reflected in realistic project design and work programmes.

C. Managerial and operational sustainability

29. The prevalence of large projects and the general reliance on national execution and substantial amounts of cost-sharing requires a major managerial effort on the part of the UNDP country office. While the UNDP-supported Programme Support Unit of the Brazilian Cooperation Agency has been able to handle, on behalf of the Government, much of the central administration of nationally executed projects of small and medium size, there is clearly a need to decentralize the administrative back-stopping of large projects, by requiring the project, with the help of competent staff, to assume primary responsibility for project administration, subject only to supervision (generally on an ex post facto basis) by the UNDP country office.

30. With regard to substantive back-stopping, the technical capacity of the UNDP country office and the Brazilian Cooperation Agency is by necessity limited, and indeed often insufficient, where UNDP participation in large cost-sharing projects goes beyond simple administration and involves professional inputs and a supervisory or monitoring role. The country office considers that, as part of a decentralization strategy, evaluation functions should increasingly be supported by the use of high-level external consultants, generally on a short-term basis, for the larger, more complex projects. UNDP and the Brazilian Cooperation Agency also should call on such qualified institutions as the Institute for Economic and Social Research, whose current networking policy would ensure access to a variety of institutions in other sectors, or on qualified research organizations, to assist in the substantive management or back-stopping of programme activities.

D. Technical cooperation among developing countries

31. Brazil continues to operate a substantial programme of technical cooperation with other developing countries, with particular emphasis on countries in Africa, especially, but not exclusively, Portuguese-speaking countries, as well as countries in the Southern Cone Common Market (MERCOSUL) and Central America. It expects to play a major role in the future Lusophone Community. As applied to the fifth country programme, this concept of geographic concentration seems adequate.

32. The UNDP/Government of Brazil programme and Brazilian external cooperation have played an interdependent role in such areas as agricultural technology (semi-arid and humid tropics) and in the agro-industrial sector. In a different mode, the important role of Brazilian electoral observers in the recent elections in Mozambique represented a contribution not unrelated to the large UNDP project for the modernization of the Brazilian electoral system, as does the UNDP/Telebras telecommunication project, which has sponsored many technical cooperation among developing countries (TCDC) activities.

E. National participation

33. UNDP attaches major importance to the level of national participation in the country programme. National participation, which marks a basic difference between the conception of development as assistance and a development-oriented concept of technical cooperation, has three principal dimensions: first, the coordinating role of the Government; second, the practice of national execution; and third, the use of national experts and consultants.

34. The Government of Brazil traditionally has played a firm coordinating role with regard to all external technical cooperation; at present, the central coordinating body is the Brazilian Cooperation Agency and its Administrative Support Unit, operating in the Ministry of Foreign Affairs, under the policy responsibility of the Scientific and Technical Cooperation Department. This arrangement - and the close cooperation with the UNDP country office - continues to function satisfactorily. Nevertheless, it is generally felt that to design and manage external technical cooperation with a programme perspective, and to exercise real control over large, nationally executed UNDP projects, the Brazilian Cooperation Agency would need to be further strengthened. This might best be achieved by closer institutional links with government research groups, such as the Institute for Economic and Social Research, in the Ministry of Planning. Where technical cooperation components of World Bank, GEF or other external projects are concerned, the Brazilian Cooperation Agency and UNDP should, as noted above, participate in project formulation, negotiation and supervision, together with the State Secretariat for International Affairs, also in the Ministry of Planning. The UNDP country office is in the process of concluding an agreement with the Institute for Economic and Social Research, under which professional staff of the Centre for Economic and Social Development, the Institute's training centre, will act as facilitators for potential counterparts in project formulation; in the future, this collaboration could be extended to the monitoring and evaluation of country programme activities, especially in major cost-sharing projects.

35. Most of the projects in the fifth country programme are now nationally executed. This level of responsibility and accountability serves to build the capacity of national counterparts to manage large projects and their external cooperation components.

36. At present, an overwhelming majority of the experts and consultants employed under the country programme are Brazilian nationals, which serves to build national capacity, as long as UNDP contracts are not used to pay, over a

prolonged period of time, the salaries of experts exercising national civil service functions.

F. Cooperation with United Nations agencies

37. While the transition to national project execution is still a matter of concern to some of the United Nations agencies, other forms of cooperation are developing, such as specific consultations at the project formulation stage, and cooperation agreements, in the context of project implementation. Beyond this, inter-agency relations in the field remain quite close. A good example is the inter-agency task force established by the UNIFEM representative, in preparation for the International Conference on Population and Development, held in Cairo, Egypt, in 1994, and the Fourth World Conference on Women, held in Beijing, China, in 1995. In that perspective, there is general agreement that the role of the Resident Representative as coordinator of United Nations agencies, which, in turn, must be backed by the coordination at the level of the Government, is an important element of inter-agency relations. The objectives should be greater transparency among agencies, a practice of mutual consultation, and a substantive, thematically focused inter-agency dialogue, rather than simply a succession of routine meetings.

IV. CONCLUSIONS AND RECOMMENDATIONS

38. By mid-term, the fifth country programme for Brazil has proven to be successful in terms of relevance, impact and efficiency, due to a large extent to a development-oriented concept of technical cooperation and to the firm handling of cost-sharing. In that regard, the emphasis on the 24 largest projects, including tighter financial management, the reorganization of the country office and the institution of a new project formulation process were important initiatives.

39. A few basic suggestions relating to planning and management may be retained for the future.

40. It is important to continue the current efforts to decentralize the administrative and substantive management of large projects, relying essentially on ex post facto supervision and on external consultants to assist project staff, generally on a short-term basis, while maintaining or strengthening accountability where necessary. This will, in projects involving cost-sharing derived from World Bank or other external development lending, call for a parallel effort to simplify, on a pragmatic basis, the complex and highly centralized management style typical of international financial institutions.

41. UNDP should participate at an early stage in the formulation, evaluation and negotiation of World Bank, GEF and other externally financed development projects likely to involve a technical cooperation component; to that end, UNDP might provide preparatory assistance, whenever possible, on a reimbursable basis.

42. UNDP and the Brazilian Cooperation Agency should rely increasingly on institutions such as the Institute for Economic and Social Research in the Ministry of Planning, and its equivalent in sectoral ministries, to assist in project development, monitoring and supervision.

43. For purposes of future programme planning and as a basis for continued programme monitoring and management, UNDP should adopt a matrix approach along with more effective programming tools (e.g., a set of criteria for project identification, appraisal and approval).

44. With regard to substance, the emphasis in the remaining years of the programming cycle should continue to be on projects related to governance (including support for public policy that addresses the most pressing needs of vulnerable groups, while supporting long-term planning), the social sector and environmentally sustainable development (with special reference to vulnerable areas, including major urban centres). Increased attention should be given to the education sector.

Annex

FINANCIAL SUMMARY

I. RESOURCES

A. Resources available for country programme period

	$	$
IPF	10 043 000 a/	
Estimated cost-sharing	399 403 000	
Total		409 446 000

B. Commitments

Approved programme/project budgets b/

Approved and allocated IPF	6 046 000	
Approved and unallocated IPF	-	
Subtotal		6 046 000
Approved and allocated cost-sharing	236 234 000	
Approved and unallocated cost-sharing	-	
Subtotal		236 234 000

Pipeline programme/projects

IPF	3 584 000	
Cost-sharing	163 169 000	
Subtotal		166 753 000
Total		409 033 000

C. Balance of resources available for further programming

IPF	413 000
Cost-sharing	-
Balance of resources available	413 000 c/

(Footnotes on following page)

(Footnotes to table)

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a/ Takes into account carry-over of $115,000 from the fourth cycle and the 30 per cent reduction of the $14,180,000 IPF originally anticipated for the fifth cycle.

b/ "Approved and allocated" refer to those programmes and projects approved by the Action Committee or Bureau PAC for which there exist detailed, signed documents and budgets. "Approved and unallocated" represent the balance of funds available to the programme or project which have yet to be reflected in specific budget lines.

c/ This figure represents the net balance of IPF and cost-sharing resources available plus joint programme funding less approved and allocated/unallocated IPF and cost-sharing funding less pipeline IPF and cost-sharing.

II. PROPOSED AND ACTUAL ALLOCATIONS OF RESOURCES BY AREA OF CONCENTRATION a/

(Thousands of dollars)

Area of concentration	IPF		Cost-sharing		Total		Percentage of total	
	(P)	(A)	(P)	(A)	(P)	(A)	(P)	(A)
Education, science and technology	860	2 870	65 801	75 707	66 661	78 577	26	19
Modernization of the productive sector	1 565	-	38 705	10 117	40 270	10 117	16	3
Environment and natural resource management	1 589	589	31 134	51 591	32 723	52 180	13	13
Health and social development	1 150	171	55 180	62 738	56 330	62 909	22	15
Modernization of the State	3 760	1 646	15 250	36 348	19 010	37 994	8	9
Other	259	4 354	31 456	162 902	31 715	167 256	13	41
Unprogrammed resources	5 000	413	-	-	5 000	413	2	-
Total	14 183	10 043	237 526	399 403	251 709	409 446	100	100

a/ Taking into account the 30 per cent reduction of IPF for the fifth cycle.

III. ESTIMATED COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES

	At the time of formulation of country programme	At time of mid-term review
UNDP-administered funds	2 000 000	1 349 000
Other United Nations resources	165 000 000	87 460 000
Total	167 000 000	88 809 000